

City of Berkeley

Concept Plan

*A Discussion Framework for
Updating Berkeley's General Plan*

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Foreword

Updating the General Plan

After a year of debating themes, process, and areas of emphasis, we are pleased to introduce *The Concept Plan*, - an “organizational tool” for solidifying our opinions and positions, regarding the General Plan Update. With the introduction of the Concept Plan we move headlong into the critical phase of our overall planning effort, bring us significantly closer to completing our larger task of adapting a new General Plan for Berkeley. The Concept Plan is essentially the framework with which we continue to gather *your* opinions and positions. More than a legal obligation this is *the* opportunity for all of us, from all of parts of town and from all points of view, to clearly express our true ambitions, fears and desires for a better Berkeley! Now begins the time to *commit* to those specific planning goals and visions that we care so much about.

Why Update Our Plan?

By law, it is our obligation as a city in California to keep *current* our general planning strategies. While during the last several years a number of area plans were completed, the last major Master Plan effort for Berkeley took place in 1977. The 1977 Master Plan is by most accounts outdated. Many of the city’s conditions and trends differ significantly from those assumptions which lead up to the 1977 Plan. In many instances priorities have changed or new approaches to city planning have been developed and tested. Of critical importance, however, is the realization that at present, cities are facing hard economic times and tough social issues. Compounding the situation are the serious financial cutbacks from our state and federal partners. It is becoming evident that sensitive “contextual” development, economic viability, and delivery of community services are all in need of creative thinking and re-examination. The survival of Berkeley as a city, hinges on the clear understanding of these external and internal forces. In short, the General Plan Update is clearly needed if we are to produce a coherent, pragmatic plan for the future health of our city.

Public Participation

Many groups and residents from around the city want input into the General Plan. No one wants to be excluded, and no one will. Some fear that, due to the pressures of having to complete the General Plan Update quickly, the Planning Commission will endorse the drafting of a partisan document “from the top down” without the benefit of a broad base of grassroots input. Ironically, while Berkeley government prides itself as a leader in citizen participation, we sometimes fall short of involving more than a narrow or select section of our population.

To promote public involvement, we have established an innovative public participatory process to inform and lend credence to our overall planning effort. However, the ultimate success of this inclusive planning model is based on the presumption that we “all” participate!

We want to attract *more* than just other commission members, paid consultants, or the same old “regulars”. Given the extraordinary interest in the General Plan, *now* is the time to seize the moment, to finally capture the imagination of a much broader spectrum of Berkeley; - including the disenfranchised, the skeptics, the quiet voices, all of whom live in our city, many virtually anonymously. We look to our City Council members and all civic leaders to help us take the leadership role in encouraging constituents to come out and get involved!

The Concept Plan - “The Framework”

The Concept Plan, while principally a *working document*, represents a significant milestone in the strategy for the completion of the General Plan. We offer it as a “framework”, not as a policy statement, to help organize the next round of debate and public comment. The Plan borrows heavily from city-wide interviews collated through the Community Assessment Report and from the technical analysis developed in the Conditions, Trends, and Issues Report. More significantly, the specific issues and concerns described in The Concept Plan were recorded directly from last summer’s public workshops on the General Plan. It was our responsibility (by way of the Planning Commission, Staff, and our consultants), to bring into focus common goals that consistently surfaced throughout those discussions. “Imagine a better Berkeley, what do you see!” Citizens who attended responded by highlighting a future city that will

- Ensure that City neighborhoods and public places are safe, friendly and usable.
- Restore a sense of neighborhood identity and community spirit throughout Berkeley.
- Revitalize deteriorating commercial corridors and enhance their relationship to adjoining residential neighborhoods.
- Reverse the Downtown’s decline by retaining and enhancing the retail base.
- Examine the current social service delivery system in light of changing needs and available fiscal resources.
- Establishing a clearly refined and enforceable partnership between the University and the City.
- Find new approaches to urban design, encourage new prototypes for housing, and mixed use development.
- Redefine transportation priorities with the objective of making the City more pedestrian-friendly.
- Create better linkages between education, job training, job placement and growing industry/business sectors.

While the above mention views were the most commonly held, many, many more ideas from those workshops greatly influenced both the outline and the details listed in the Concept Plan.

The “Core” of The Concept Plan



Finding an organizing concept to pull together the divergent views, approaches, and ideas in a city like ours is no easy task. The principal goal of The Concept Plan was to devise an identifiable construct that will make the Berkeley General Plan Update - well let's just say characteristically "Berkeley". Our ongoing debates centered around how we could best go beyond the "traditional" master plan approach (usually restricted to land use and density questions), toward a more holistic planning effort that adequately focuses on our social fabric, - including the need to substantially address the looming economic storms clouds that hang over our city. In the end, it was determined that in the best of all possible worlds, a plan that recognizes *all of these factors*, through effective Community Design, Economic Development, and Community Service strategies should be our goal.

Throughout the Concept Plan we attempt to elaborate upon these ideas, join them, and most importantly look for the common ground by which they may reinforce one another. It is the potential *convergence* of all three of these fundamental planning precepts that will ultimately make the Berkeley General Plan *our* plan.

While noble in its intentions, this "core" of the Concept Plan is nevertheless an idea that has yet to be field tested. Its sub-components, its implications, its basis to become a realistic city-wide unifying goal is all subject to the scrutiny of our citizenry. That is where all of you come in. That is why this General Plan Update will ultimately be only as good as the people that make it happen!

Please Join This Effort!

The Berkeley City Planning Commission and Staff

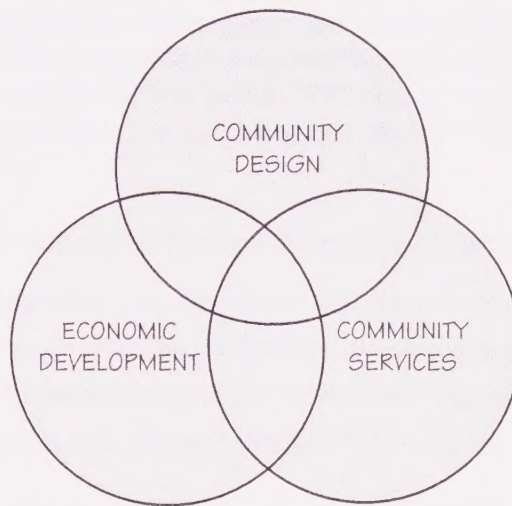
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Introduction

This Concept Plan, so called because it suggests basic concepts for the new General Plan, is the first statement of possible new policy objectives to come out of the General Plan Update project. The project was begun in the fall of 1992 and is expected to conclude with the adoption of a new General Plan by City Council in June 1995. The Update project is composed of three phases:

Phase 1: Gathering Information, Defining the Issues and Articulating a Vision

Community Assessment (interviews and questionnaires, June 1993)

Conditions, Trends and Issues Report, (baseline info; September 1993)

Community Workshops (8 public "town hall" meetings; May – October, 1993)

Concept Plan (this document; March 1994)

Phase 2: Developing and Evaluating Policies

Public Discussion of Concept Plan

Community Workshops to refine policies and strategies

Draft General Plan and EIR (complete, detailed version of Plan and Environmental Impact Report)

Phase 3: Refining Policies and Adopting Plan

Public Hearings

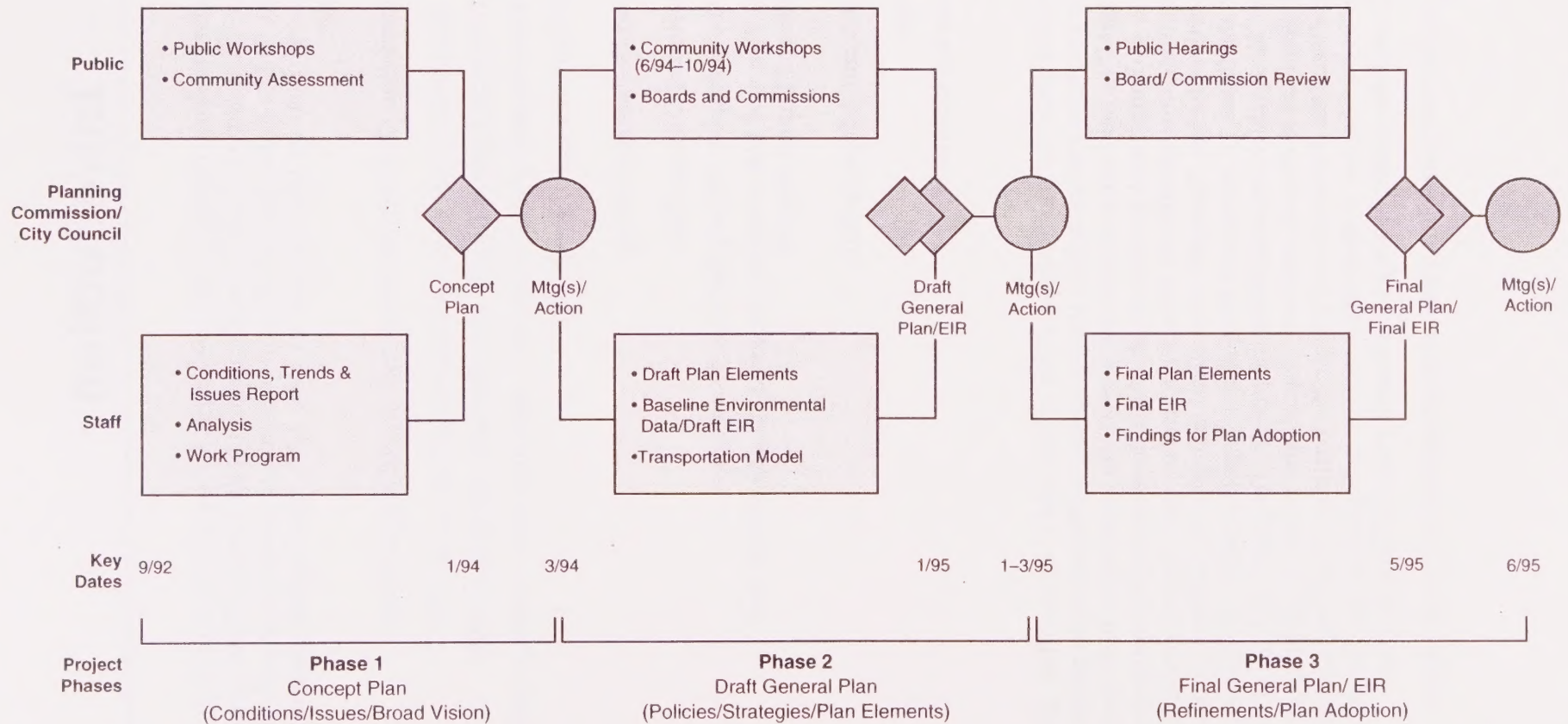
Final Revisions to Plan/EIR

Adoption

Phase 1 has been completed with the publication of this report, the Concept Plan. The Concept Plan is meant to provide a framework for the discussion in Phase 2 of the project. Preparation of the Concept Plan has been preceded by community workshops, interviews with community leaders, and analytical studies, all of which have served to define core community values, illuminate new conditions, trends and issues and suggest emerging opportunities for constructive change. These efforts resulted in publication of the Community Assessment Report, the Phase 1 Community Workshops Reports and the Conditions, Trends and Issues Report, all of which are available to the public. The present phase of the Update project, Phase 2, is meant to discuss, evaluate, rework and refine the policies and strategies in the Concept Plan. This discussion will inform the writing of the Draft General Plan and Environmental Impact Report both of which will be submitted to the Planning Commission and City Council for public hearings in Phase 3, prior to Plan adoption.

The schematic drawing on the next page shows the major phases of the Update project.

City of Berkeley General Plan Update
Overall Planning Process
 1992–1995



Vision and Challenges

Over the past year the community has expressed a broad range of concerns and issues. As noted in the Forward, these have varied from a demand for increased public safety in our streets, parks and neighborhoods to the need for better jobs for our youth, to the desire to revitalize and repair our commercial avenues, to the call to tame traffic on our streets, to the concern about the role of schools in neighborhood life, to the need to effectively assure the affordability of housing for a group of Berkeley's residents increasingly unable to keep up with escalating housing prices and rents. These and many other issues, along with facts that illustrate them and put them in context are documented in the Community Assessment Report and the Conditions, Trends and Issues Report. The primary purpose of this Concept Plan is to put forth a vision which may lead the community to meaningful resolution of these issues. To this end, this document clusters issues and problems in a way which breaks down many traditional approaches to analyzing and solving urban problems and posits three challenges to the community. It also provides a menu of possible strategies and components which might be used to resolve the stated issues in creative and complimentary ways. The task for Plan participants in the coming phase is to fill in this framework.

Philosophical Approach

Through a series of meetings and drafts, staff and the Commission "evolved" an approach to developing policy which has some basic principles:

- Involve all interests in the community
- Take on the thorniest issues and look for the underlying causes of problems
- Form policy discussions in a way which brings out the creative tensions needed to find real solutions - make sure all sides of an issue are represented
- Encourage looking at new ways to resolve problems, explore new models
- Reach for solutions which compliment and reinforce one another
- Create clear pathways from the general policy level to implementation and follow-up

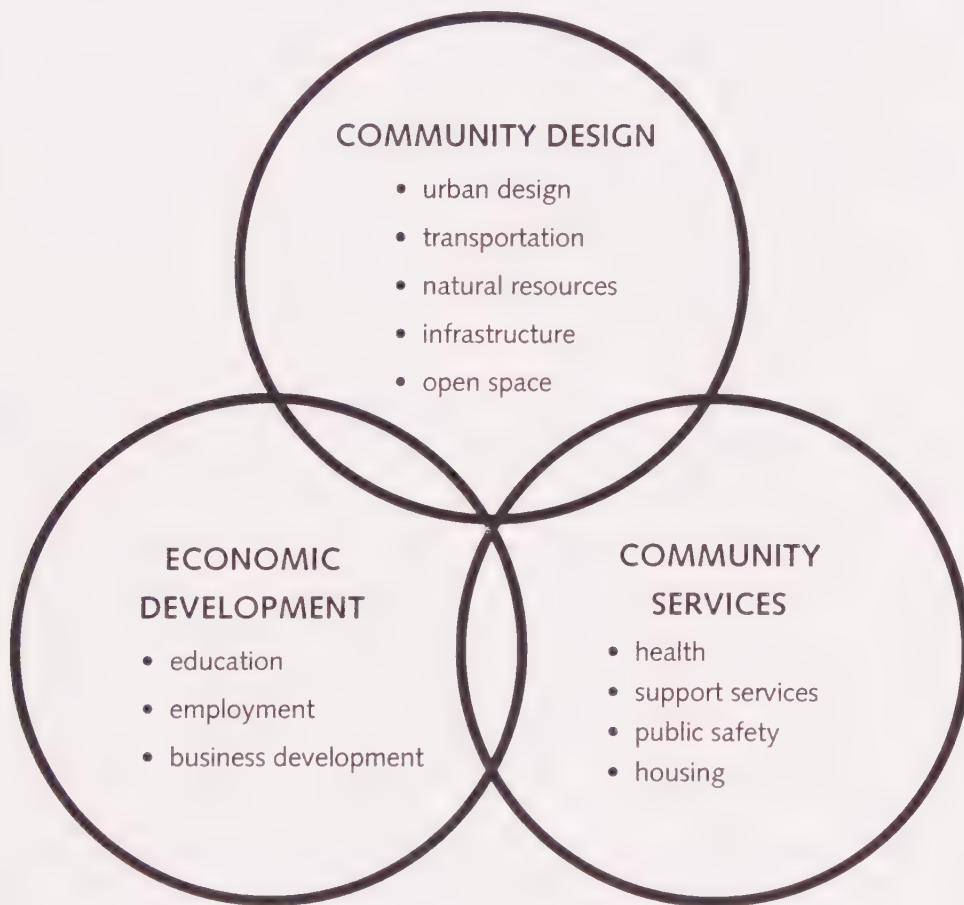
In defining the initial vision which could embrace the range of issues and point to constructive resolutions, the following substantive components were considered most important:

- Build on past successes in Berkeley including the recently prepared Area Plan policies
- Sustain the equally important core community values of social diversity and quality of life
- Look beyond our borders to the immediate subregion for opportunities to cooperate in arriving at regional or multi-jurisdictional solutions
- Make practical policies which can be implemented in a fiscally responsible manner

After reviewing the myriad of concerns and debating whether social or physical concerns ought to take priority in the planning effort, and after examining how the natural overlaps and tensions between the different Plan elements might be accommodated, it was decided that an effective plan ought to rest equally on physical, economic and social policies and that these should be mutually supportive. So, whereas the traditional plan outline looks like this:

- | | | |
|---------------|-----------------------|------------------------|
| • Land Use | • Conservation | • Safety |
| • Circulation | • Open Space | • Economic Development |
| • Housing | • Noise / Air Quality | • Urban Design |

Our thinking is more accurately depicted like this:



The thinking here is that strategies in one area should support those in another. For example, within community design, taking advantage of emerging regional transportation opportunities should be discussed together with creating prototypes for neighborhood “infill projects” which respect the character of the neighborhood. Similarly, strategies for maximizing job opportunities for Berkeley residents ought to be discussed together with (and by the same people as) strategies for revitalizing the commercial areas. Also, by grouping things more closely it should be possible to maintain compatibility of purpose and direction between the major groupings. For example, services and programs targeted at youth and families in the community services area ought to compliment strategies developed in the economic development area to maximize the potential for Berkeley youth to be prepared for and enter new jobs being created.

Vision

In searching for a succinct way to illustrate the desire to reaffirm and sustain Berkeley's values into the future and to call for a unity and compatibility of approaches to achieve this, we have arrived at this brief statement:

We believe that Berkeley's future is best served, and the present challenges which face us are most creatively met, by viewing the community as a whole interdependent system, where the quality of life we desire is supported by repairing and improving the built environment, providing for healthy economic activity which employs and serves our residents, and by focussing much of the community's social resources on our families and youth, enabling them to take productive advantage of these economic opportunities. We believe that this vision will lead to an increased sense of health, safety, prosperity and well being.

We invite the community to assist us in developing models and programs which recognize the interdependency of these objectives. To this end we have posed three challenges, one in each of the three principal areas, and ask for your participation in exploring the possibilities for achieving these:

Community Design Principles - Develop a set of Community Design Principles to repair and improve the built and natural environment as well as to provide an appropriate setting for economic and neighborhood activities.

- Preserve and maintain stable neighborhood and commercial districts of the City. Focus change on those districts, corridors and nodes in need of revitalization and which present positive opportunities to reinforce neighborhood identity.
- Develop a set of Community Design Principles and Prototypes to guide physical change.
- Integrate Regional Transportation Opportunities with Local Strategies.

Economic Development Strategy - Develop an integrated economic development strategy that provides both for continued growth and improvement of the Berkeley economy (jobs, goods and services, tax revenue) and that at the same time substantially increases the employment and business opportunities for all Berkeleyans, including those most in need. This should be done by linking youth and unemployed adults to education and training opportunities, and these, in turn, should be linked to Berkeley (and regional) businesses, especially those in desirable and growing sectors. This will require coordinated action between all levels of government, private businesses and citizens.

- Support the continued moderate growth in the Berkeley economy, primarily through a series of approaches to retain and support the appropriate growth of existing Berkeley businesses and institutions. In addition, target and seek to attract desirable businesses for Berkeley, particularly businesses which have "pro-environmental" impacts.
- Develop partnerships between the City, educational institutions, regional agencies, and employers which prepare Berkeley residents for and links them to Berkeley (and outside) jobs.

- Upgrade and vitalize lagging commercial areas to make them more lively, diverse, and prosperous centers of commercial and public activity which provide needed local services.

Integrated Community Services - Develop a rational and effective social service system in which services are linked to a Citywide economic development strategy. This would integrate youth and people in poverty into the mainstream, maintain a mix of affordable housing opportunities and increase the safety and quality of life of Berkeley's neighborhoods and commercial areas.

- Develop school-based/school-linked intervention programs for youth which provide healthcare, social services, mental health programs and supplementary education programs.
- Coordinate the delivery of social services for individuals and families in the most effective way possible, using as a starting point the existing social service delivery system. Create a partnership between families and individuals, neighborhoods and community organizations to ensure that social service needs are met.
- Expand the number of affordable housing units in Berkeley, with a particular emphasis on assisting Berkeley families in the low and moderate income range to find rental and home ownership opportunities.
- Create and maintain conditions which promote public safety and increase the use of public spaces and commercial areas.

These challenges are more fully developed in the next sections of this report, where they are accompanied by summary information about the issue area and some possible strategies and program elements to explore. Each challenge is also accompanied by a set of illustrative "success indicators". These are specific future measures that would indicate whether or not the challenge has been met. These are in future time, looking at Berkeley in the year 2010, for example. These are meant to assist Plan participants in envisioning a future and also making "reality-based" policies. They are not necessarily the best or only measures of success in these areas. Some examples are:

- The number of new work related trips by those driving alone are reduced by 20%.
- The labor force participation rate for African Americans is raised to the general labor force participation rate for Berkeleyans.
- Disease prevention efforts contribute to a tuberculosis rate which reduces Berkeley's rate to at least equal the national average; and the toddler immunization rate has increased from 50% to 90%.
- "New" pedestrian-oriented neighborhoods are developed where more people live comfortably in a variety of housing types and where residents are less dependent on the automobile and have easy access by walking or transit to jobs, schools, libraries, social services and parks.

From Here to There

A partial “road map” to meeting each of these challenges is provided in the next sections of this report. This is done by setting forth some strategies and possible program models or components. Working Group discussions in the coming phase of the planning effort will be asked to develop and evaluate these. The next three sections of this report layout the challenges and strategies for each of the discussion areas as follows:

- Problem Statement
 - Positive Conditions
 - Negative Conditions
 - Existing Policy Context
 - Conditions Complicating Planning
- Challenge
 - Success Indicators
- Strategies
 - Key Actors
 - Potential Constraints
 - Possible Program Models/Elements

The last section of the report sets forth a structure for the community discussion process, including a description of the “Working Group” model.

Before moving on to these sections, an explanation of one of the important consideration, not usually visible in local planning discussions, is needed: the regional context. It is increasingly apparent that some policies and solutions can only be effective through some form of regional cooperation and even locally focused policies are subject to being undermined if the possible effects of regional forces are not taken into consideration. Bay Area-wide cooperation is in a fledging and uncertain state and its scope is perhaps too large to be very informative in the formation of a Berkeley General Plan. Therefore, we have made an effort to define a subregion in which Berkeley is an important actor and within which the people and actions of other communities affect Berkeley in very substantive ways. We call this area the Inner East Bay.

Berkeley’s Subregion - the Inner East Bay

As shown on the map on the next page we have defined the Inner East Bay as lying west of the ridgeline and east of the bayshore and stretching from San Lorenzo on the South to San Pablo on the north. Berkeley lies approximately at the midpoint of this community of 800,00 people and eleven cities. As the table on the following page shows, these cities have much in common in terms of their populations and economies. One reason for drawing the boundary as we have is that nearly two-thirds of the people who live in this area also work here, one indicator that our economies are quite interrelated. Indeed, many firms looking to expand or locate often look equally at locations in Berkeley, Emeryville, Alameda and Richmond before making such decisions. We are also, in many ways, a common retail market.

The population in this subregion, though varying from city to city, is very diverse in its make-up; even more so than the Bay Area as a whole and certainly more so than the outlying communities. The pattern of physical development tends to be similar as well, with a relatively high percentage of multi-family dwellings and a fairly compact urban form with a mix of uses within or proximate to residential areas. The area also shares much in the way of infrastructure and services, including transportation facilities and systems, social service agencies and providers, parks and cultural facilities.

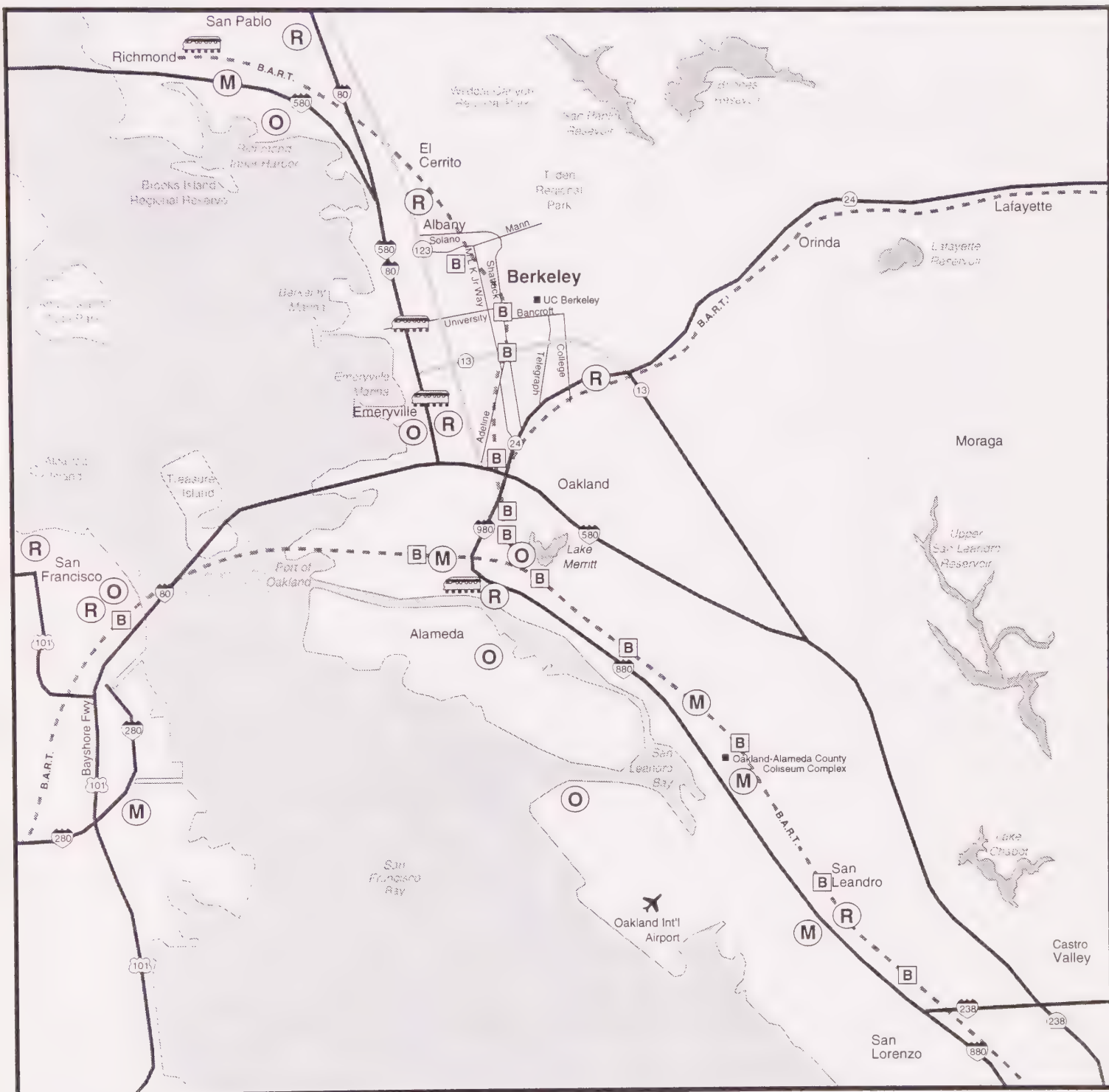
Some ways in which subregional cooperation and decision-making are already beginning to take place include:

- Fire protection districts
- Mutual response agreements for emergencies/disasters
- Transportation funding (priority setting)
- Water delivery
- Transit services
- Community College System

Some areas in which Berkeley's General Plan could suggest new ways in which to cooperate subregionally are:

- Crime prevention and youth strategies
- Employment training and technical education
- Transportation Planning (all forms)
- Services to "special needs" groups
- Regional park/open space development

1994 Concept Plan for The Berkeley General Plan Update Inner East Bay Sub - Region



City of Berkeley—Planning Department Jan. 1994

Economic Activity Centers

- (M) Manufacturing / Wholesaling / Warehousing
- (O) Office / Research and Development
- (R) Retailing

Transportation Links

-  Freeway
-  BART line
-  BART Stations
-  Train Station

0 3
miles



Selected Social and Economic Indicators--Berkeley and Other Cities/Communities in Inner East Bay Subregion

| City/ Community | Population | Non-White Population | Residents working in East Bay subregion ² | Workers not commuting by driving alone ³ | Unemployment Rate ⁴ | 1992 Taxable Sales per Capita (Retail and Other) ⁵ |
|-------------------------|------------|-------------------------|---|--|-----------------------------------|--|
| BERKELEY | 102,724 | 42% | 68% | 55% | 5.6% | \$9,430 |
| Oakland | 372,242 | 72% | 64% | 43% | 9.5% | \$7,614 |
| Emeryville | 5,753 | 51% | 58% | 42% | 5.9% | \$50,854 |
| Piedmont | 10,602 | 17% | 69% | 35% | 1.6% | \$1,235 |
| Alameda | 76,459 | 35% | 70% | 45% | 4.4% | \$5,474 |
| San Leandro | 68,223 | 35% | 56% | 27% | 5.3% | \$17,270 |
| San Lorenzo (uninc.) | 19,987 | 27% | 55% | 20% | 4.0% | Not available |
| Ashland (uninc.) | 16,590 | 45% | 50% | 27% | 10.0% | Not available |
| Albany | 16,327 | 34% | 61% | 46% | 3.0% | \$5,268 |
| Kensington (uninc.) | 4,974 | 15% | 53% | 37% | 3.4% | Not available |
| El Cerrito | 22,869 | 38% | 61% | 41% | 3.6% | \$7,221 |
| Richmond | 87,425 | 69% | 54% | 36% | 9.5% | \$8,469 |
| San Pablo | 25,158 | 65% | 50% | 43% | 10.2% | \$6,903 |
| INNER EAST BAY Total | 829,338 | 46% | 63% | 42% | 7.4% | \$8,150 (excludes uninc. areas) |
| BAY AREA | 6,253,311 | 39% | Not Applicable | 32% | 5.2% | \$10,726 |

All statistics from 1990 Census except taxable sales from Taxable Sales in California (Bd. of Equalization)

¹Non-White includes African-Americans, Asians and Latinos. In Berkeley and the Inner East Bay, African-Americans are the largest non-White group, in the Bay Area as a whole Latinos are the largest non-White group.

²Employed residents working in Berkeley, Oakland, Alameda, San Leandro, Richmond, and city of residence.

³Employed residents who walk, bike, carpool, or use transit to work, or who work at home.

⁴Unemployment rate as of April, 1990. Unemployment rates are generally higher today.

⁵Taxable sales includes all sales subject to sales or use tax, whether sold at a retail store, manufacturer, or other outlet. In Alameda County, retail sales made up 60% of taxable sales, in Berkeley retail sales were 71% of taxable sales.

Community Design

Problem Statement

Berkeley is an established, developed City with a distinctive physical, social and cultural character. In past decades Berkeley's citizens have taken steps to preserve and support essential characteristics of the City. Nevertheless, the community continues to change, partly due to outside social and economic changes. In order to preserve the City's positive character, and to provide a place for desired economic and other community activities, a new set of policies is needed.

The 1977 Master Plan presents a broad vision for the City as presented through the policies of the required elements and in the accompanying land use map. The City's Zoning Ordinance establishes very specific limits and standards for development through codes, thresholds and quotas. However, there remains a need for a level of guidance between the broad and the narrow. Hence, the challenge to develop a set of Community Design Principles which would guide and inform people about what is desired and envisioned, not just permitted, in repairing and enhancing the built and natural environment.

Below is a brief overview of present conditions, followed by a challenge to respond to emerging issues and trends.

Positive Conditions:

- A scenic geographic location between the hills and the San Francisco Bay; a temperate East Bay micro-climate.
- Distinct residential neighborhoods defined by architectural character and compatibility, historic structures, view corridors, parks, tree lined streets, scenic landmarks and gateways.
- A variety of residential neighborhoods, including neighborhoods of mixed-densities.
- Compact neighborhood commercial districts that typically include a mixture of retail services, offices, and residences.
- A significant architectural heritage and urban design tradition.
- A transportation system which balances automobile access with alternative travel modes and many neighborhoods protected from the worst impacts of through traffic.
- Levels of transit use and pedestrian and bicycle travel far above the regional average.
- Significant open space on the eastern and western edges of the City.
- An appreciation for the natural environment within the City and beyond.

Negative Conditions:

- Several Berkeley commercial areas including the downtown are struggling and need growth and revitalization, while others are very successful; both failure and success can have negative effects on surrounding neighborhoods.
- Automobile ownership, traffic, and demand for parking has increased since 1970 even though the population has declined.
- Federal, State and local transportation improvement and maintenance priorities favor the auto at the expense of other modes of transportation.
- Land use adjacent to many major streets is residential and is negatively affected by heavy traffic volumes.
- Strip commercial streets, even economically viable ones, have little architectural or design distinction, and are not pedestrian friendly.
- Natural resources such as the creek system and the waterfront have been significantly altered.
- Several neighborhoods need additional tree and median plantings.
- There is an uneven distribution of open space around the City, and in some cases, poor access.
- Much of the City's infrastructure, i.e. streets, sidewalks, footpaths, sewers and public buildings, is in poor condition due to costly, deferred maintenance.
- Natural hazards, particularly earthquake and grassland fire, are ever-present. Many buildings must be partially rebuilt to protect human life and reduce damage; emergency preparedness measures need to be improved; and water supplies need to be enhanced.

Existing Policy Context:

- The 1977 Master Plan was followed by four Areas Plans: the Waterfront Plan (1986), initiated in large part to protect natural resources from the threat of development, the Downtown Plan (1990), adopted to address the issues of historic preservation and economic revitalization, the South Berkeley Plan (1990) to preserve the social and racial diversity and enhance economic development, and the West Berkeley Plan (1993) to preserve and encourage a mix use of land uses ranging from residential to industrial. Currently two additional areas, University Avenue and the Southside of campus, are being considered for Area Plans. Master Plans have also been completed for North Waterfront and Aquatic Parks.
- Many of the existing 1977 transportation policies intended to reduce the reliance on the automobile and increase the level of transit use, carpooling, walking and bicycling have been successfully implemented. However, automobile traffic has still increased.
- The Association of Bay Area Governments sets housing development targets for the region. Berkeley is not meeting the 1988 through 1995 goals, and, the City's ability to meet the next set of goals is uncertain.

- Urban design issues have taken on increasing importance as evidenced through the adoption of the Neighborhood Preservation Ordinance, the numerous sections of the 1977 Master Plan referring to design and historic preservation, the 1986 Design Review Ordinance, the Landmarks Preservation Ordinance, and similar design and preservation references in all four of the Area Plans.
- The University of California adopted a Long Range Development Plan in 1990. In response, the City negotiated a Memorandum of Accord and a Mitigation Agreement so that the University will defray some of the City's costs and responsibilities. As a State agency the University is not subject to local planning regulation or taxation.
- As of May 1993 the City was diverting an estimated 23% of the waste stream through a variety of programs in both the public and private sector. The State requires that 25% be diverted by 1995 and at least 50% by the year 2,000.
- State Planning law requires the City to discuss and adopt a position on the issue of what responsibilities for handling Berkeley's hazardous waste the City will accept.

Conditions Complicating Community Design Planning:

- As land use regulation becomes more complex with each additional area plan and rezoning, the need to balance neighborhood issues with city-wide concerns needs to be addressed.
- A desire on the part of some members of the community to maintain the existing physical fabric unchanged makes it difficult to add housing and other needed structures.
- Needed uses such as mental health services, homeless facilities, drug treatment centers, and hazardous waste facilities are recognized as essential, although the siting of any such facility has become an extremely difficult task.
- In the City's retail centers the desire for additional automobile parking conflicts with the desire to reduce auto traffic.
- Transportation regulation and project funding are now more tightly controlled by the State and Federal governments. Transportation projects, beyond minimal street repair, are now more dependent on these outside funding sources and, each project must compete on a regional basis.
- In order to maintain and strengthen the City's economic base, the City must accommodate to a reasonable extent major generators of employment and tax revenue.
- State solid waste laws require that Cities reduce production of waste at the source and rely more on composting, and recycling. Additional efforts will require capital costs to acquire sites and construct facilities.
- No process exists to resolve the most difficult land use and locational conflicts.

Challenge

Develop a set of Community Design Principles to repair and improve the built and natural environment as well as to provide an appropriate setting for economic and neighborhood activities.

Success Indicators:

Indicators of success in meeting the challenge could be:

- The commercial corridors and the Downtown are revitalized with a diversity of commercial development, housing, public places which are safe and well-lit, and distinct cultural identities. Residential densities are increased along transit corridors and nodes.
- The number of work related trips by those driving alone are reduced by 20%.
- There is an increased use of all modes of travel, other than driving alone.
- Access for the disabled is fully consistent with the requirements of the Americans with Disabilities Act.
- Pedestrian-oriented neighborhoods are preserved, improved or developed to insure more people live comfortably in a variety of housing types. Residents are less dependent on the automobile and have easy access to jobs, schools, libraries, social services and parks.
- Neighborhood centers, providing a range of community services, are available to each neighborhood based on the specific needs of each neighborhood (see Strategy #2, Possible Program Elements).
- A sense of strong neighborhood character is achieved through clear urban design identities; City landmarks (including trees) are preserved and maintained in good condition. Adaptive reuse and historical preservation are encouraged.
- Existing open space resources are preserved and restored; more trees are planted. New neighborhood open space resources are developed and/or linked to those neighborhoods with the greatest need.
- Solid waste and hazardous waste producing materials are reduced to a minimum at the source or are recycled; disposal of remaining waste material is achieved in a cost effective and socially responsible manner.
- Capital improvement program budgeting for infrastructure is directly related to General Plan policies; i.e. infrastructure, repair and maintenance are carefully targeted at both the preservation of stable neighborhoods, as well at those districts in need of more profound change.
- Capital improvement program spending on transportation infrastructure benefits the variety of modes e.g. pedestrian, bicycle, transit, automobile, and the movement of goods.
- The University of California's growth is consistent with the City's General Plan policies.

Strategy #1

Preserve and maintain stable neighborhood and commercial districts of the City. Focus change on those districts, corridors and nodes in need of revitalization and which present positive opportunities to reinforce neighborhood identity.

Key Actors: City, residents, merchant associations, UCB, BUSD.

Potential Constraints:

- Disagreement over the boundaries for change.
- Disagreement over desired mix of uses.

Possible Program Elements:

- Identify major change areas, including existing Area Plan boundaries (substantial policy work already completed), University Avenue and the Southside of the campus, commercial/transit corridors, existing neighborhood commercial nodes, school sites, BART & SP Rail transit nodes. (See Stable and Change Areas Map).
- Identify opportunities to reinforce the existing character of stable areas, i.e. level of development review.
- Reaffirm the Goals, Policies and boundaries of the Area Plans.

Strategy #2

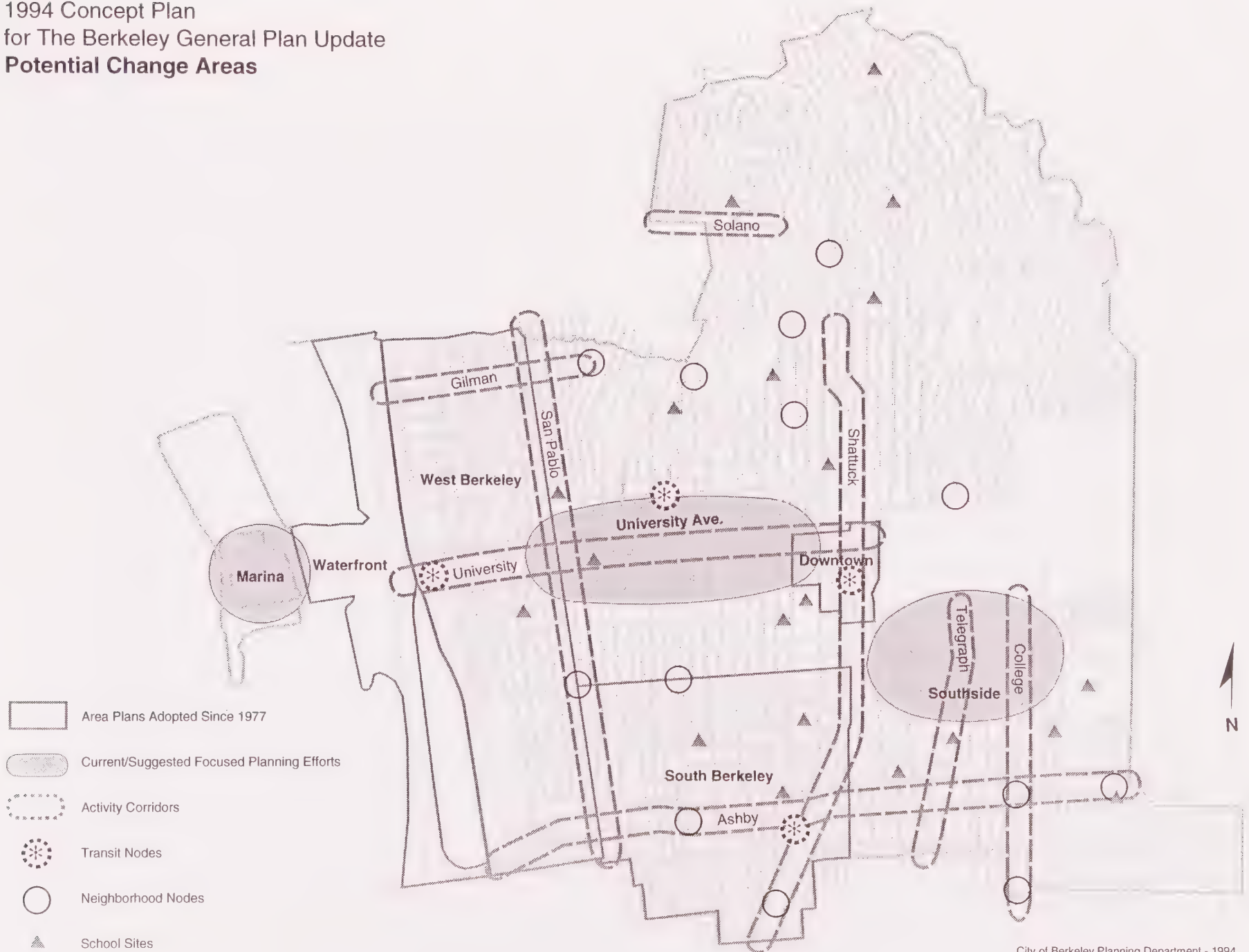
Develop a set of Community Design Principles and Prototypes to guide physical change.

Key Actors: City, business community, neighborhood organizations, BUSD, non-profit housing, UCB, State and Federal environmental regulatory agencies, neighboring cities, transit agencies, transportation agencies.

Potential Constraints:

- Differences regarding desirable higher residential densities, particularly surrounding the BART stations, which could help support additional retail and transit uses.
- Community perception that housing or commercial development leads to increased traffic and do not have offsetting benefits.
- Neighborhood and merchant concern about parking supply and the impact of parking spillover.
- Conflicts between transportation strategies. For example, additional traffic signals facilitate pedestrian movement but slow buses and bikes, cause automobile congestion, which prompts short-cutting through neighborhoods.
- Long-term shortage of transit operating funds.
- Public safety concerns are decreasing transit use.
- Inaccessibility of some parts of the City to any form of travel but automobiles.

1994 Concept Plan
for The Berkeley General Plan Update
Potential Change Areas



- Economic recession and lack of public funds to catalyze the development process.
- A soft market for commercial expansion and an untested market for middle class housing in certain areas, such as Downtown Berkeley.
- Perceived negative impact of decentralized social service sites.
- Perceived public safety and security problems.
- Lack of resources to develop additional open space links, park access opportunities, or streetscape improvements.
- Discretionary funding for capital improvement programs, i.e. infrastructure, is traditionally dominated by street repair.

Possible Program Elements:

- **Transit/Pedestrian-Oriented Neighborhoods**

Principles to shape urban design through the promotion and preservation of pedestrian scale, transportation access and neighborhood amenities. Prototypes to build on existing transit corridors and nodes and/or create new links to these existing opportunities.

- **Mixed-Use “In-Fill” Projects on or near Commercial Corridors**

Principles to focus on the neighborhood context and the appropriateness of the particular land use mix. Prototypes to demonstrate physical layout as well as land use compatibility, to include streetscape planning, economic development, and infrastructure changes.

- **Small-Scale Neighborhood Centers**

Principles to emphasize distinct character and social service needs of the immediate neighborhood. Prototypes to define the center of a neighborhood differently, and may vary widely. Where neighborhoods are weakly defined, the emphasis will focus on encouraging the development of a distinctive neighborhood character.

- **Equitable Access to a Variety of Transportation Modes**

Principles to focus on the needs of different kinds of travelers: transit users, auto users, cyclists, pedestrians, and disabled travelers. The automobile should not dominate assumptions, plans, and/or programs, but should be a part of an overall mobility strategy. A healthy business community and work environment also requires that trucks and trains are accommodated.

- **Environmental Design**

Principles based on environmental sustainability such as energy efficiency, promoting open space, recycling, the use of non-toxic or polluting materials, and less dependence on the automobile. Prototypes might demonstrate how an infill project is physically placed (sited) for greatest energy efficiency, the structure's use of and/or distance from open space and the proximity to transit, commercial activities and jobs.

- **Natural Resource Conservation and Environmental Health**

Principles to sustain the natural environment, for both health and recreation, as well as to protect the citizens from natural threats and man made hazards. Prototypes to be developed in conjunction with open space, park use, infill strategies and environmental protection models as see in the West Berkeley Plan.

- **Open Space and Park Use, including Designing for Safety**

Principles to address the distribution, access and linkages of open space resources, particularly in defining the strategic priorities for action. Prototypes need to define and develop safe, new opportunities beyond traditional parks, to include linear open space and urban spaces.

- **Infrastructure Repair and Replacement Programs**

Principles to be based on a comprehensive strategy to balance the capital resources devoted to infrastructure repair and replacement. Prototypes clearly define Concept Plan priorities, or other City policies which have been informed by the General Plan.

Strategy #3

Integrate Regional Transportation Opportunities with Local Strategies.

Key Actors: City, Congestion Management Agency, Metropolitan Transportation Commission, East Bay Cities.

Potential Constraints:

- Lack of funding for transit expansion.
- The needs currently outstrip the amount of funding anticipated in the next twenty years.
- Local land use decisions are not always in harmony with regional transportation realities.
- Differing goals of urban, suburban, and rural Bay Area communities need to be reconciled.
- Lack of use of existing transit capacity, especially AC Transit.

Possible Program Elements:

The opportunity for increased local participation in transportation planning mandated by the States Congestion Management Legislation, and by the “flexible funding” allowed by the Federal Inter modal Surface Transportation and Efficiency Act offer an unparalleled opportunity for Berkeley and other Bay Area Communities to work together to revamp the regional system for the 21st century.

- Improve public transit, particularly light rail and bus service.
- Develop better pedestrian and bicycle facilities.
- Create support for services like shuttles and ferries through public or private funds.

Economic Development

Problem Statement

The Berkeley economy is relatively strong, with a stable job base and diversified business sector. The years since the last General Plan have been marked by moderate, but sustained economic growth in Berkeley, although the recession of the early 90's has slowed that growth in these years. The number of jobs and the level of taxable sales have grown, while the number of jobs and employed residents have stayed roughly similar to each other ("jobs/housing balance"). This moderate growth path has allowed the City to gain increased jobs, goods and services, and tax revenue without requiring large amounts of new commercial construction and the impacts which such development can bring. (Berkeley has also retained a relatively high level of non-drive alone commuting.) At the same time, Berkeley has avoided the traumas of economic decline, such as mass scale unemployment, declining government revenues, and widespread property abandonment.

The City economy, however, does not serve all members of the community equally well: many Berkeley residents are ill-prepared for higher paying positions and unemployment falls disproportionately on African-Americans. While the neighborhood commercial districts in middle-upper income areas of Berkeley are among the strongest in the East Bay, other commercial areas remain depressed, despite recent City efforts to strengthen the business base and make design improvements. The City is often in tough competition for desirable businesses and potential employers with other cities in the region.

On the level of the City economy as a whole, the Concept Plan assumes a commitment to continuing a course of moderate economic growth. However, because of slowdowns in the regional and national economy, Berkeley's economic growth will almost certainly be slower than in the 1980's. The Concept Plan also assumes a continued commitment to a diversity of economic opportunities in the full range of economic sectors and occupations. Such a path is the most appropriate for sustaining Berkeley as a city. In addition to further increasing the aggregate amount of jobs, goods and services available to residents, and tax revenue, it is hoped that this growth will allow jobs in Berkeley to be even more strongly linked with Berkeley residents. It is also an environmentally responsible course on the regional level, because workers from outside Berkeley can reach Berkeley by transit more easily than they can reach many other workplaces.

Assuring that anticipated business growth occurs is not a simple matter. The Bay Area economy is changing. Businesses in manufacturing and even many service fields face increased international competition, which the passage of the North American Free Trade Agreement (NAFTA) can only intensify. Many retailers must compete with mail order and phone order firms. While Berkeley has many advantages as a place to do business, it is usually not the lowest cost site for a business, primarily because land prices and building rents are higher than elsewhere.

The City's tools and resources for responding to these private market issues are limited. The City already helps dozens of businesses annually to find suitable and affordable space for their operations. City staff help many businesses proceed through the complex and

sometimes lengthy permit process. For some targeted types of business, the City can offer greater support. These include owned by groups who have historically been underrepresented in business ownership, such as women or African-Americans. In targeted business sectors, such as businesses which recycle materials in their manufacturing processes, the City can help the business access loan funds and technical assistance. Nonetheless, the success or failure of businesses is ultimately determined by the ability of the business to function in the complex and changing contemporary marketplace.

To respond to the needs of disadvantaged people and areas, the City should continue to devise and implement a comprehensive economic development strategy which links non-working Berkeley youth and adults to Berkeley and other employers. This strategy will have to be implemented by City, regional, state, and federal agencies. The strategy should also lead to the restructuring of those commercial areas which lack vitality and a strong business base. In formulating and implementing this strategy, Berkeley can draw on resources and models both inside and outside the city.

Positive Conditions:

- Berkeley's job base is generally strong, with 65,000 people working in Berkeley.
- There was an 18% increase in private sector employment from 1981 to 1991.
- Unemployment in Berkeley is relatively low—the overall unemployment rate and the rate for Whites, Latinos, and Asians was below 5% in 1990.
- Berkeley has a diversified business sector, ranging from manufacturers to retailers to schools to consultants, anchored by a world-renowned University and several highly successful neighborhood retail districts.
- Businesses generate approximately \$32 million in General Fund tax revenue as well as additional fees and assessments.
- Berkeley has been successful as a small business incubator.
- Berkeley is strongly tied economically, socially and physically with a compact subregion which we call the Inner East Bay. Approximately 63% of the employed residents of the Inner East Bay also work in this subregion.
- Sales tax revenue rose 12% in real dollar (inflation-adjusted) terms between 1980 and 1991.
- Berkeley's per capita taxable sales exceed every other city in the subregion except San Leandro and minimally populated Emeryville.
- Many major Berkeley employers are at least partially unionized, which tends to improve wages and working conditions. Unionized employers include the University of California, the City of Berkeley, Berkeley Unified School District, Kaiser Permanente, most larger manufacturers, most supermarkets, and Cody's Books. By contrast, smaller manufacturers, smaller retailers, and service businesses are generally not unionized.

Negative Conditions:

- Berkeley has lost some businesses to other cities in the subregion when the businesses outgrow available affordable space in Berkeley.
- Unemployment is high among African-Americans, with a 1990 unemployment rate of 14%.
- Many Berkeley residents, especially many non-White Berkeley residents, are ill-equipped for technically sophisticated, higher-paying positions.
- Most jobs in Berkeley pay too little for the worker to buy a home in Berkeley and many pay too little for the worker to pay for a rental unit here. This trend has been developing since the last General Plan, but recent rent increases have exacerbated it.
- Many Berkeley youth lack the requisite job readiness and training skills to make a successful transition from high school to a job.
- West Berkeley and to a lesser extent South Berkeley residents lack convenient access to supermarkets and other stores present elsewhere in Berkeley. (Many “East Berkeley”—Hills—residents also lack access except by car, but this is because the Hills have been planned and developed as an exclusively residential area.)
- Some commercial strips are deteriorated, unsightly, and have low levels of taxable sales.

Existing Policy Context:

- The City adopted an Economic Development Plan in 1980 as an amendment to the 1977 Master Plan.
- In 1993, the City adopted the West Berkeley Plan for Berkeley’s largest economically active area. The plan centers on maintaining/increasing manufacturing and industrial jobs in an environmentally sound way, while providing appropriate growth opportunities for office and retail uses.
- The City has targeted revitalization efforts to deteriorated commercial districts (Adeline Street corridor, Downtown, Telegraph Avenue).
- Berkeley has pursued a business retention and attraction strategy, with a particular focus in the Downtown, West Berkeley and South Berkeley.
- The City has developed the first formal mechanism to connect Berkeley residents with Berkeley-based jobs through the First Source Program.
- City economic development policy includes a mitigation program which exacts concessions concerning environmental issues, job training, child care and other areas from developers seeking use permits for projects over a certain size.

Conditions Complicating Economic Development Planning:

- The primary long-term job growth sectors, retailing and services, tend to either pay poorly or require high levels of education for higher paying jobs. There is a lack of coordination between educational institutions, job training and placement agencies and potential employers.
- Berkeley is a built up city in which most economic activity occurs close to residential areas. Thus any expansion of business is likely to generate some impacts — real or perceived — on nearby residents. These impacts are reviewed in a sometimes lengthy, complex and uncertain permit process which makes some businesses reluctant to expand or relocate here. It is particularly difficult to find sites for auto-related uses which are major generators of sales tax revenue.
- Berkeley lies near the center of both the Inner East Bay and the Bay Area as a whole. Thus the Berkeley economy functions within the context of the Inner East Bay and Bay Area economies. Residents look for jobs and employers for workers throughout the subregion (and to some extent in the Bay Area as a whole). Consumers look for goods and businesses look for sites throughout the subregion.
- Finding affordable space for new or expanded economic activity is often difficult, especially for manufacturers.
- Local retailers face intense competition from regional shopping centers and are also harmed by unresolved social problems which occur especially in the Downtown and on Telegraph Avenue.
- There is strong debate on parking Downtown and to some extent other areas. Most merchants say they need more parking, while environmentalists point to successful retail areas with less parking.
- West Berkeley, the City's major employment growth area, is struggling with the problems of success: business competition for space and traffic congestion.
- There is a lack of governmental decision-making mechanisms to coordinate and enforce economic development policies and tax sharing agreements between different jurisdictions within the region.
- Women and men face different problems in the job market. The median earnings of employed Berkeley women residents are only 78% of those of employed Berkeley men. On the other hand, Berkeley resident men are 33% more likely to be unemployed than Berkeley women.

Challenge

Develop an integrated economic development strategy that provides for continued growth and improvement of the Berkeley economy (jobs, goods and services, tax revenue) and that at the same time substantially increases the employment and business opportunities for all Berkeleyans by linking (through local and regional agencies) youth and unemployed adults to education and training opportunities which are themselves linked to Berkeley (and regional) businesses, especially in desirable and growing sectors. This will require coordinated action by all levels of government, private businesses and citizens.

Indicators of success in meeting the challenge could be:

- The total number of jobs in Berkeley will be larger than in 1990;
- The labor force participation rate of African-Americans (who are now disproportionately outside the labor force) will equal that of Berkeley residents overall;
- The proportion of employed Berkeley residents working in Berkeley will be higher than the 1990 level;
- The percentage of business expansions requiring a Use Permit with a Public Hearing will have been reduced by ten percent (10%);
- All neighborhoods which desire them will have a full range of commercial services. Thus, South and West Berkeley will have supermarkets or groupings of food stores which are the functional equivalent of a supermarket, Downtown Berkeley will have an appropriate range of goods and services, and full service banks will be more equitably distributed throughout the City;
- Taxable sales will increase by five percent per year (not inflation-adjusted) over present levels;
- The overall number of jobs—and the number of manufacturing jobs—in the Inner East Bay will equal or exceed the current level;
- The reuse of the Alameda Naval facilities will contribute to high-wage, environmentally sound employment in the subregion;
- There will exist an equitable regional system of tax sharing, so that all communities in the region receive the benefits of economic growth without destructive competition.
- The total number of environmentally-friendly businesses in Berkeley will increase.

Strategy #1

Support the continued moderate growth in the Berkeley economy, primarily through a series of approaches to retain and support the appropriate growth of existing Berkeley businesses and institutions. In addition, target and seek to attract desirable businesses for Berkeley, particularly businesses which have “pro-environmental” impacts.

Rationale: In a largely built out city such as Berkeley, the key to generating economic growth is retaining growing businesses and institutions. The growth of existing businesses will provide the bulk of new jobs and new tax revenue. Therefore, in order to sustain growth, Berkeley should focus on retaining existing businesses, with a secondary emphasis on attracting desirable new businesses.

Key Actors: City of Berkeley, Berkeley Redevelopment Agency, lenders, businesses, Lawrence Berkeley Laboratory (LBL), unions.

Potential Constraints: Relatively high prices of Berkeley land and buildings, business difficulty in finding large (affordable) spaces, delays in gaining permit approvals, lack of City funds to support desired activities, differences between businesses which best meet economic development goals and those which actually wish to locate in Berkeley.

Possible Program Elements:

- Continue and expand the City's business retention and attraction efforts in priority sectors such as manufacturing and recycling-related (and other pro-environmental) businesses, and among larger employers. Explore how the presence of the University of California, Lawrence Berkeley Laboratory, and other advanced research institutions can be more formally tied to Berkeley economic development.
- Continue to support the organization of the business community through citywide business organizations (e.g. Chamber of Commerce), area-based organizations (e.g. Downtown Berkeley Association) and sectorial organizations (e.g. West Berkeley Manufacturers' Association). Explore whether development of additional business retention/attraction vehicles—such as a West Berkeley Economic Development Corporation—would be useful.
- Develop funding mechanisms to assist retention of businesses.
- Implement area plan policies calling for retention of industrial space in West Berkeley and development of adequate office space—particularly in Downtown Berkeley—to facilitate expansion in place of manufacturers and office-based businesses.
- Streamline the city review and permit process (set clear goals for desired uses in specific locations, remove conflicting and unclear permit requirements, raise thresholds for the size of projects requiring public hearings, move key projects through the permit system as quickly as possible).

Strategy #2

Develop partnerships between the City, educational institutions, regional agencies, and employers which prepare Berkeley residents for and links them to Berkeley (and outside) jobs.

Rationale: Improving resident's skills and earning capacity benefits not only the residents, but businesses and the City as a whole. Businesses gain by having employees who are better equipped to carry out their jobs. Many businesses use the quality of the local labor force as one criterion in deciding where to locate. For some businesses, locally supported job training helps attract them to a community. The City gains when people move from being unemployed and often socially alienated to being productive, tax-paying members of the community. Most adult Berkeley residents are employed and part of the Berkeley and East Bay workforce. Indeed, Berkeley has a high proportion of highly skilled "professional and technical" workers among its residents. But some Berkeley residents are outside the labor force. African-Americans make up a disproportionate percentage of this group. For such persons, First Source placement to a job is insufficient, because they typically do not bring adequate skills and job readiness to First Source. Great efforts will be needed to bring non-working Berkeleyans—both youth and adults—into the mainstream work world. Initiatives are required at levels from primary education to job placement and retention.

Key Actors: City, BUSD, University of California, Peralta Community College District (Vista College), Alameda County, employers), unions.

Potential Constraints: Lack of connection between job training agencies and employers, poor educational preparation of some residents, slow growth of manufacturing and industrial jobs, the relatively small scale of most Berkeley businesses which discourages employer participation in formal training programs.

Possible Program Elements:

- Develop and/or participate in comprehensive business-educational job training programs which offer participants job readiness skills, job training, job placement and job retention support. These programs should develop linkages to employers who offer higher wage jobs for those who have attended college. Assure that participants in these programs receive childcare and other supportive services necessary for their successful participation in the program.
- Coordinate job training programs with youth programs in schools, apprenticeship programs, and other settings to assist youth with staying in—or returning to—school (including community colleges and colleges) and with making the transition to employment.

Strategy #3

Upgrade and restructure lagging commercial areas to make them more lively, diverse, and prosperous centers of commercial and public activity which provide needed local services.

Rationale: Berkeley has a very strong network of neighborhood commercial districts. Such areas as the Elmwood, North Shattuck, Solano Ave., and the Monterey district are lively and attractive retail centers. But other retail districts—such as Adeline St. or the San Pablo & University area have declined sharply from their historic strength. Downtown Berkeley is struggling to define its role while Telegraph Ave. is heavily impacted by social problems. Planning and economic development strategies must work together to maintain strong retail districts and strengthen weak ones.

Key Actors: City, merchants' and business associations, lenders, neighborhood associations, businesses.

Potential Constraints: Lenders' reluctance to lend in "untested" markets, neighborhood opposition to intensified development, generally low incomes of residents surrounding weak commercial districts, weak demand for commercial space on some streets, difficulty in achieving proper balance between speed and responsiveness to neighbor concerns in permit process.

Possible Program Elements:

- Change commercial district zoning to encourage the concentration of more intense commercial and residential activities at designated nodes and neighborhood centers.
- Analyze the effectiveness (in retaining neighborhood serving businesses) and other impacts of quotas in commercial districts. Recommend whether the quota system should be retained, modified, removed, or replaced.

- Identify potential commercial nodes and target desirable businesses to retain and attract in these areas (e.g. supermarkets and large food stores in South and West Berkeley).
- Use the City's capital improvements program to make major commercial districts and commercial nodes more attractive and pedestrian friendly. Both General Fund capital improvements funding and dedicated funds (e.g. facade loan program, Revolving Loan Program) can be used. This will both make these areas more pleasant and support business retention and attraction.

Community Services

Problem Statement:

All citizens share the basic need for food, clothing, shelter, safe water and adequate sanitation. There are people in Berkeley who for a variety of reasons do not have their basic needs met and who do not experience a healthy living environment. The City has committed itself to providing assistance for this most needy population, making it possible for them to remain in Berkeley and improve their lives, rather than simply allowing economic forces to drive them out of the community. The primary concerns for these individuals are poverty, mental and physical illness, homelessness, substance abuse and lack of education and employment.

Berkeley must also be responsive to the needs of the broad base of the community: residents who are not faced with survival issues but quality of life issues. The concerns facing these residents have to do with receiving a quality education, securing a higher-paying job which offers benefits and upward mobility, finding affordable housing whether for rent or for purchase, living in a safe neighborhood and being able to participate in the commercial and public life of the community without the fear of crime.

Although Berkeley does a great deal in providing services in comparison with other cities, services may not be provided in a way that engenders the most participation by families and neighborhoods, and many services do not have direct complementary linkages with economic development strategies.

Positive Conditions:

- Berkeley has a very active, informed and diverse population made up of persons of all ages and a wide variety of economic levels, racial and ethnic groups and lifestyles.
- The City of Berkeley is committed to addressing social service needs at their root by helping individuals to develop the skills and obtain the resources needed to become self-sufficient and contributing members of society.
- There is an existing network of community-based organizations which provides a range of social services: job training and placement, health care, homeless services, child care, education programs, recreation programs, programs for the disabled, food and nutrition programs, cultural enrichment, housing assistance and energy conservation.
- The City is one of only a few cities in California which provides public health and mental health services, functions ordinarily performed by Counties. This unique role gives the City great autonomy in developing and implementing health programs and gives Berkeley residents very direct access to needed services.

Negative Conditions:

- Over 1,000 homeless people live in shelters, cars and parks.
- Berkeley has a higher proportion of people in poverty (17.5%) than California (12.5%) or Alameda County (10.6%), although the proportion would be closer to the average if University students were not counted.
- There is a lack of coordinated recreational and educational opportunities for young people.
- It is becoming more difficult for the poorly educated segment of Berkeley's population to compete in the job market in terms of both job readiness and earning a living wage. Fifty six of African American residents of Berkeley are in the labor force, compared with 66% of all Berkeley residents over the age of 16 and 63% of African Americans in the region.
- About 3,000 poor tenant households are paying over half of their income for rent, and over half of all tenants in private housing pay more than 30 percent of their income for rent. Poor tenants are placed at risk of homelessness, and other tenants are unable to save to buy a home or for retirement.
- Berkeley's aging housing stock requires substantial rehabilitation and seismic reinforcement.
- The City's crime rate for robbery, assault and theft has risen significantly since 1977. Both the reality and fear of crime discourages people from participating in the public life of the community and ultimately diminishes Berkeley's quality of life.

Existing Policy Context:

- The City has for the past twenty years maintained a consistent commitment to the provision of social services, with a particular emphasis on assisting low income individuals to achieve an improved quality of life through employment, education, child care, counseling, food, affordable housing and emergency services.
- The City's objective in FY 93-94 is to provide survival services for 35% of the 16,370 persons living in poverty (5,654 individuals) and to reduce the incidence of poverty for 13% of the population in poverty (2,108 individuals).
- The City assists 1,700 households through its Section 8 program and 1,100 households through subsidized housing.
- Berkeley provides a comprehensive network of services through its public health department, the Housing Authority and through contracts with community-based private non-profit agencies.
- Among the City's current priorities are 1) a comprehensive youth strategy with a particular emphasis on school-based services and recreation programs, and 2) a drug abuse prevention and control program which emphasizes community policing and a partnership between the City, other governmental agencies, neighborhood groups and community organizations.

Conditions Complicating Community Services Planning:

- There is conflict between citizens' perceptions of neighborhood well being and the provision and siting of social services and affordable housing.
- The perception and occurrence of crime results in fear and fosters misunderstanding between members of different communities.
- Berkeley is doing more than many other Cities in the region in providing social services and cannot succeed if other Cities do not contribute their fair share.
- The City has had to rely increasingly on private foundations and the City's General Fund to support its social services programs, as federal allocations have decreased and State and County contributions have remained in flux due to budget constraints.

Challenge

Implementing a rational and effective social service system in which services are linked to a Citywide economic development strategy. This would integrate youth and people in poverty into the mainstream, maintain a mix of affordable housing opportunities and increase the safety and quality of life of Berkeley's neighborhoods and commercial areas.

Indicators of success in meeting the challenge could be:

- Through a complementary system of economic development and community services strategies, the incomes of those in poverty will increase such that by 2010 the number of people in poverty will decrease from 18% to 10%.
- Of low income individuals and families who remain in need of survival services from the City, the percentage of residents who will receive these services will increase from 35% to 50% of those in poverty.
- The number of low income individuals and families who receive other services aimed at reducing poverty will increase from 13% to 35% of those in poverty.
- Disease prevention efforts will contribute to a tuberculosis rate which equals the national average and an increase in the toddler immunization rate from 50% to 90%.
- Fifty percent of very low income non-student Berkeley tenant households who pay 30% of their income for rent will receive housing assistance from the City.
- Berkeley will provide housing assistance and on-site social services to 50% of Berkeley's homeless population of individuals and families.
- Adjacent jurisdictions will provide a level of housing assistance and social services to their homeless population that is equal to Berkeley's commitment of resources.
- The number of major crimes committed in Berkeley will decrease by 20%.

Strategy #1

Develop school-based/school-linked intervention programs for youth which provide healthcare, social services, mental health programs and supplementary education programs.

Key Actors: City, BUSD, UCB, social service agencies, Vista/Peralta College District, private sector, parents, court system, religious organizations, neighborhood organizations.

Potential Constraints: Lack of funding, lack of coordination between agencies.

Possible Program Elements:

- Focus on assisting youth within the context of their families and support structures. This requires the provision of parallel services to family members.
- Intervention begins at preschool and continues through high school. The goal is to help youth progress through school and make a smooth transition to adulthood (job readiness training, job training and placement).
- Public and private agencies which serve youth and public and private employers collaborate to provide services, access to higher education, job training and placement.
- Provide recreation centers which serve as gathering places for meetings, events and service delivery, and bring together art, recreation, culture and entertainment.

Strategy #2

Coordinate the delivery of social services for individuals and families in the most effective way possible, using as a starting point the existing social service delivery system. Create a partnership between families and individuals, neighborhoods and community organizations to ensure that social service needs are met.

Key Actors: City, BUSD, social service agencies, Alta Bates, Children's Hospital, local medical clinics, UCB, Vista/Peralta College District, parents, private sector, court system, religious organizations, neighborhood organizations.

Potential Constraints: Lack of funding, lack of coordination between agencies, neighborhood siting issues.

Possible Program Elements:

- Input from affected neighborhoods regarding existing service delivery gaps and opportunities and desirable approaches to meeting service needs.
- Maximize quality of services and resident access by offering an integrated set of community services at a neighborhood level (medical, mental health, recreation, job training and placement, programs targeted to the needs of seniors, childcare, nutrition programs, educational programs, emergency operations).

- Establish linkages between service centers and neighborhood institutions (churches, neighborhood organizations, crime prevention organizations) in order to maximize information sharing and resident familiarity with available services.
- Request/require new businesses to participate in the delivery of social services.

Strategy #3

Expand the number of affordable housing units in Berkeley, with a particular emphasis on assisting Berkeley families in the low and moderate income range to find rental and home ownership opportunities.

Key Actors: City, non-profit organizations, lenders, for profit developers, neighborhood organizations.

Potential Constraints: Lack of funding, lack of available land under current zoning, cost of development.

Possible Program Elements:

- Examine alternatives for permanently affordable housing (changes to the rent control law, City assistance to non-profit housing developers). Changes to the rent control law encompass ways in which the rent control law could be strengthened so as to maintain affordable rents, as well as ways in which the rent control law could be loosened in return for targeted benefits to low income tenants.
- Examine alternatives for providing direct financial assistance to tenants and prospective homeowners (First Time Homebuyers Program, grants, Section 8 Program).
- Examine alternatives for developing new housing for the homeless (residential hotel rooms, transitional housing, permanent housing).
- The City can pass an increase in the Business License Tax on rent or an increase in the Real Property Transfer Tax on residential rental property based on increases in property value rather than sales price.
- The City can join with other Bay Area cities to promote State enabling legislation to allow Bay Area residents to vote to impose regional taxes such as a gas tax and tax sharing.
- Bay Area cities could also promote State legislation to close tax loopholes (reassess business property as often as the average home, eliminate the mortgage interest deductions for second homes and homes that cost over \$500,000).

Strategy #4

Create and maintain conditions which promote public safety and increase the use of public spaces and commercial areas.

Key Actors: City of Berkeley, BUSD, other Cities and School Districts within the East Bay Public Safety Corridor, neighborhood organizations, social service organizations, businesses, UCB, AC Transit, BART.

Potential Constraints: Lack of funding, lack of coordination between key actors, uneven levels of community participation in different neighborhoods.

Possible Program Elements:

- Examine alternatives for increasing public safety (community policing, Neighborhood Watch groups and other crime prevention programs, security escorts).
- Examine alternatives for increasing the use of public spaces and recreation sites (attractive and lively public and commercial spaces, better lighting, community-wide projects such as Adopt-A-Park).
- Link community service centers and school-based programs to the network of public spaces and recreation sites to help strengthen the neighborhood fabric.
- Continue the City's participation in the East Bay Public Safety Corridor which seeks to reduce crime and violence and improve the quality of life for residents in the corridor (comprised of 18 East Bay Cities and 16 School Districts). The project's emphasis is on a coordinated regional effort to prevent crime, straighten families and widen economic opportunities.

Next Steps

The Concept Plan will be used as the starting point for policy discussions during the Phase II community participation process. This process will involve a broad representation of the community in the formulation of policy options for meeting the challenges outlined in the Concept Plan. The Concept Plan defines the vision and the challenge (the “what”); the working groups will develop and evaluate policy recommendations (the “how”). The centerpiece of the community participation process will be a series of seven community workshops incorporating the ideas contained in the three major sections of this report. Each workshop will bring together individuals representing different interests and points of view with the task of focusing on the three topic areas discussed in the Concept Plan, and the policy and programmatic correlations between these topics. Recommendations developed in the workshops will be forwarded to the Planning Commission. In addition, the Planning Commission will actively seek the advice of other Boards and Commissions at key points during this process.

Community Workshops

The intent of the community workshops is to use a comprehensive approach by examining physical, social and economic issues in relationship to one another. The groups will address practical, shorter range strategies that can more readily be implemented, as well as a longer range vision of the Berkeley community. The seven workshops will be organized around the following interrelated topics and related challenges:

- Community Design (urban design, transportation, natural resources, infrastructure, open space). Challenge: (see page 37)
- Economic Development (education, employment, business development). Challenge: (see page 37)
- Community Services (health, support services, housing assistance, public safety). Challenge: (see page 37)

The Planning Commission has the lead role in directing the General Plan Update. In this capacity, the Planning Commission formulates policy and coordinates the public participation process. The Planning Commission has endorsed the Concept Plan and disseminated the document to other Boards and Commissions and the public. The Planning Commission will convene the workshops as the process framework within the Concept Plan’s challenges and strategies will be discussed, tested and evaluated. The working group recommendations will be reviewed by the Planning Commission, and together with the Planning Commission’s further recommendations, will form the policy basis for the Draft General Plan. The Planning Commission will then direct staff to prepare a Draft General Plan incorporating the workshop results and the Commission’s recommendations.

Role of Other Boards and Commissions

Other Boards and Commissions need to be consulted throughout the General Plan Update by virtue of their expertise in distinct subject areas and their policymaking role. A number of Boards and Commissions were interviewed for the Community Assessment Report, and all Boards and Commissions were invited to respond to questionnaires regarding the

critical issues facing Berkeley. The Planning Commission asked City staff to go to Boards and Commissions with the Concept Plan in March and April 1994 to solicit their views on the policy issues raised in this document. In addition, Board and Commission representatives have been asked to participate as key members of the community workshops. Boards and Commissions will be consulted at the end of the working group process to determine if key policy concerns have been addressed. Boards and Commissions will be consulted at other critical points in the process of preparing the Draft and then Final General Plan and EIR.

Community Workshops Needs

In order to work most effectively, the community workshops will need to have:

- A broad representation of interests
- Operating principles
- A consistent process for formulating recommendations
- Criteria to evaluate recommendations
- Staff and consultant resources

Community Workshops Participation



The graphic above depicts the intent of the workshop as a discussion forum for a wide array of participants. As further described in the accompanying chart, there will be seven key roles occupied by workshop participants:

- Planning Commission: Ensure adequate documentation of workshop results; reviews results and formulates policy.
- Other Board and Commission representatives: key participants who will report workshop results to their respective Boards and Commissions and, in turn, will convey policy recommendations approved by their parent bodies to the workshops.
- Community participants: key participants representative of Berkeley's diversity of interests and viewpoints.
- Facilitator (staff): facilitates discussion, helps to ensure that the guiding principles and operational procedures are followed.

- Recorder (staff): takes notes at all workshops; ensures comprehensive distribution of minutes; prepares meeting notices and notifies participants and the public of workshops.
- Resource people (staff/consultants): provides technical information, manages the workshops.
- Guest experts: invited to workshops to provide information on specific topics.

Operating Principles

The role of the community workshops will be to address key policy challenges related to the policy goals presented in the Concept Plan and to formulate policy options and implementation strategies that will accomplish these goals. The workshops will facilitate the exchange of information, mediate conflicts and produce a set of policy choices representing all points of view. The following operating principles will govern the workshops:

- Participants will strive to provide clear recommendations on the challenges which have been referred to the workshops.
- There will be a commitment to inclusivity with respect to points of view and communities of interest.
- To the extent possible, a consensus decision-making process will be used.
- Minority viewpoints will be fully represented in all discussions and documentation.
- All workshops will be noticed and will be open to the public.

Process for Formulating Recommendations

Each set of workshops will follow the same process in developing policy recommendations:

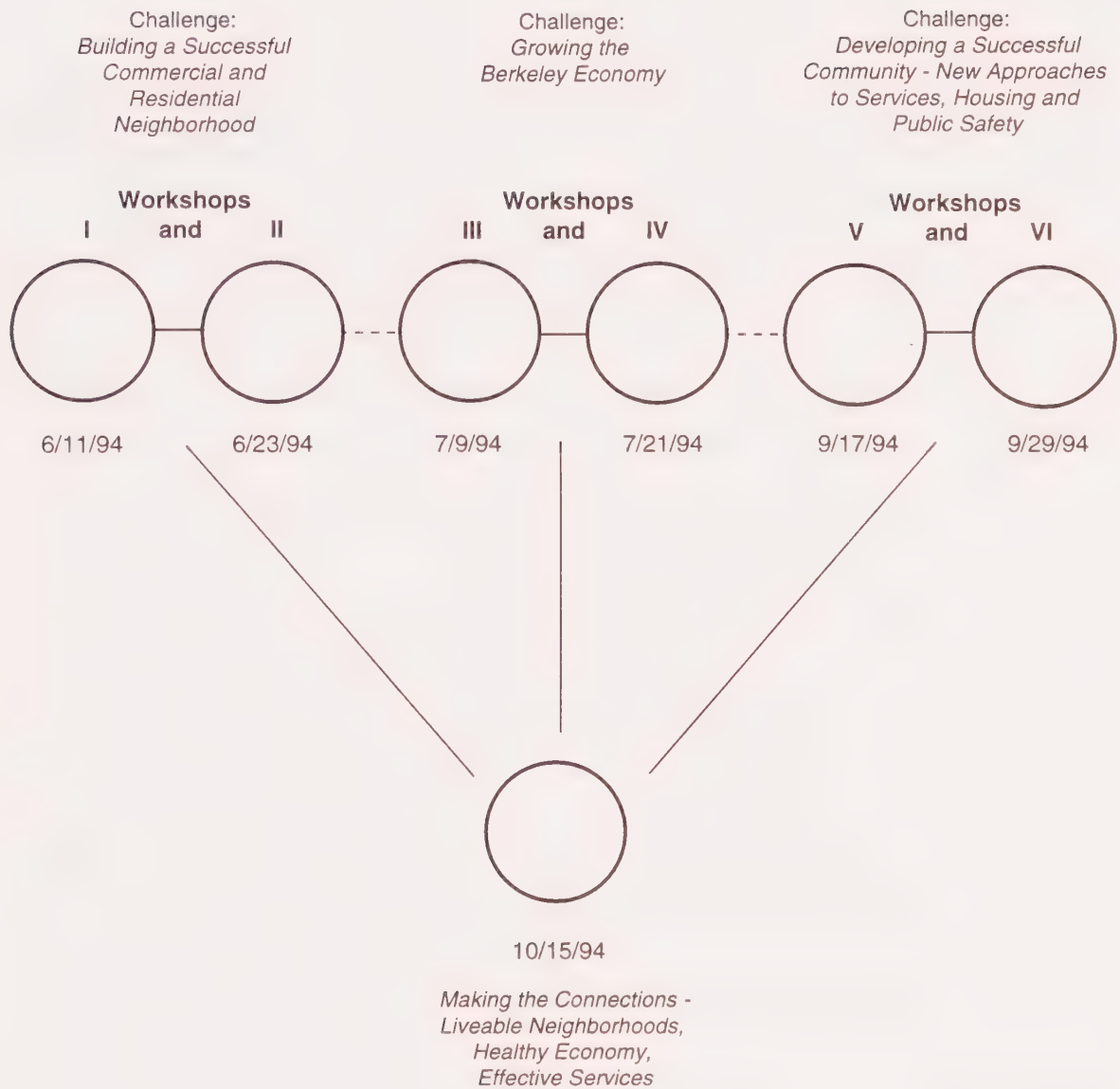
- Validate the vision and challenges contained in the Concept Plan.
- Review and analyze existing conditions.
- Compare the vision and existing conditions in order to identify strengths, weaknesses and opportunities.
- Discuss and develop potential models and/or prototypes for implementing the vision by looking at short, medium and long term strategies.
- Make recommendations for policy and program changes, additions and new directions.

Criteria for Evaluating Recommendations

Workshop participants will be asked to assess policy recommendations in relation to the following criteria:

- Does this recommendation further the core community values of social diversity and quality of life?
- Does the recommendation build upon past successes or incorporate a well thought-out model?
- Does the recommendation contribute to regional (or subregional) problem-solving?

Community Workshop Process



- Can the recommendation be implemented in a fiscally responsible way?

Schedule

The community workshops will meet approximately every two weeks in June and July, and then again in September and October. The final workshop will integrate the policy recommendations developed in the first six workshops. The workshops will make use of the following source documents: Community Assessment Report (5/93), Workshop Summaries (5/93-9/93), Conditions, Trends and Issues Report (9/93) and the Concept Plan (1/94). Recommendations from the seven workshops (consensus items, minority views and general concerns) will be forwarded to the Planning Commission for Commission review and recommendation. All workshops will be held at the North Berkeley Senior Center according to the following schedule.

Workshops I and II

Challenge: *Building a Successful Commercial and Residential Neighborhood*

Saturday, June 11, 10:00 a.m. to 2:00 p.m. and

Thursday, June 23, 7:00 to 10:00 p.m.

Workshops III and IV

Challenge: *Growing the Berkeley Economy*

Saturday, July 9, 10:00 a.m. to 2:00 p.m. and

Thursday, July 21, 7:00 to 10:00 p.m.

Workshops V and VI

Challenge: *Developing a Successful Community—New Approaches to Services, Housing and Public Safety.*

Saturday, September 17, 10:00 a.m. to 2:00 p.m. and

Thursday, September 29, 7:00 to 10:00 p.m.

Notes

Workshop I

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Notes

Workshop II

Notes

Workshop III

5

Notes

Workshop IV

Notes

Workshop V

6

Notes

Workshop VI

Notes

Workshop VII

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